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ABSTRACT

Based upon the premise that school divisions in Manitoba, Canada, should evaluate and improve upon themselves, this evaluation model was developed. The participating personnel and the development of the evaluation model are described. The model has 11 parts: (1) needs assessment; (2) statement of objectives; (3) definition of objectives; (4) identification of resources related to objectives; (5) strategies for attaining objectives; (6) evaluation strategies; (7) data collection; (8) description of achievement or change; (9) reporting of results; (10) decision making; and (11) relation of evaluation to future goal statements. The model depends on local involvement, with additional support from external agencies. Two pilot projects which were conducted to field test the evaluation model are described; they took place in Midland School Division No. 25 (southwestern Manitoba), and Winnipeg School Division No. 1 (Churchill High School and its feeder schools). A summary of project costs is presented, as well as a number of comments expressing the attitudes of administrators, students, teachers, and parents. Recommendations for further evaluation, particularly teacher self-evaluation, are included. A 12-page appendix describes the model and its implementation. (GDC)

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REPORT OF THE

INTER-ORGANIZATIONAL COMMITTEE ON EVALUATION

January, 1978

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A. BACKGROUND OF THE COMMITTE ON EVALUATION

At the annual convention of the Manitoba Association of School Trustees (MAST) in April, 1973, the membership expressed considerable concern regarding standards of education in Manitoba. As long as students throughout the province were writing examinations set by the Department of Education, school boards could be assured of uniform standards. With increasing decentralization of the education process, however, trustees no longer felt as confident that standards were being maintained. The result of this concern was a resolution, passed by the 1973 convention:

WHEREAS the Department of Education used to require all Grade XI and XII students to write departmental examinations before receiving standing in those grades, and

WHEREAS while students were writing departmental examinations, trustees felt reasonably confident that some standard of education was being maintained, and

WHEREAS now that promotions in these grades are the responsibility of individual schools, trustees are not as confident that standards are being maintained;

THEREFORE, BE IT RESOLVED that the Manitoba Association of School Trustees request the Minister of Education to make available some form of province-wide evaluation, which would assess the students for the information of School Boards and thus encourage maintainence of educational standards throughout the province.

In response to this resolution the Minister requested MAST to form a committee to consider the question of evaluation. Accordingly, an Inter-Organizational Committee on Evaluation was established, and representatives of the Manitoba Teachers' Society, the Manitoba Association of School Superintendents, the Professional Development Branch and the Planning and Research Division of the Department of Education, and the Faculty of Education of the University of Manitoba, were invited to attend the founding meeting on May 7, 1974.

At this meeting, a Task Force, or Sub-Committee, was charged with the responsibility of studying Evaluation Models and making a recommendation for procedure. One theme dominated subsequent discussions: that school divisions should evaluate and improve upon themselves. That is, any evaluation model the committee devised had to be an internal model with an ongoing process factor built in.

In addition, a professional development component had to be added to the evaluation model, if it was to be administered internally. Professional development would have to occur on two levels:

a) at the system level to introduce the model, and

b) at the school staff level, where needs occur.

Early in its investigations, the Evaluation Sub-Committee determined that an Evaluation Process Model would have to include certain elements in the following sequence:

a) The identification of needs;

b) The statement of goals;

c) The definition of objectives;

d) The identification of resources and their application to the objectives;

e) Strategies for attainment of objectives;

f) Development of Evaluation Theory;

g) Collection of data;

h) Description of goal attainment and developmental change;

i) Reporting of evaluation;

j) Using evaluation results for decision-making; and

k) Relation of evaluation to future goal statements.

A Process Model was subsequently devised by the Professional Development Branch representative on the Sub-Committte (See Section C below, pp. 8-14), and accepted by the three groups comprising the Inter-Organizational Committee on Evaluation (MAST, MTS, AND MASS). The next step was the designing of an Operational Model for Evaluation. This was done by the representative from the Planning and Research Branch of the Department of Education. The first phase of the Operational Model was to take into account the following processes:

a) goals formulating process at the Division level;

b) "review of programs" process to assess their consistency with goals at the Division level;

c) goal and objectives formulation at the school level (consistent with Divisional goals); and

d) program review process to assess the degree to which such programs reflect the school's goals and objectives.

Early in 1975 the Committee decided to fund evaluation of two school divisions (one rural, one urban), using monies offered by the Evaluation Branch of the Department of Education. A memo was then circulated to all school divisions in the province requesting applications to participate in the pilot project. The Inter-Organizational Committee promised to:

a) assist school divisions in the development of educational goals,

B) assist school divisions in determining the extent to which educational programs reflect divisional goals and school goals;

c) assist school divisions in developing evaluation skills among divisional personnel for purposes of on-going divisional evaluation; and

d) assist school divisions in identifying educational needs.

Two divisions for the Pilot Project would be chosen on the basis of their willingness to accept the Sub-Committee's Process Model, to make a financial commitment for the Evaluation Project, and to supply a Steering Committee composed of trustees, administrators, and teachers.

Representatives of ten school divisions met with members of the working Sub-Committe in May, 1975, to hear a report on the background of the Evaluation Project, and an explanation of the Process Model.

By the autumn of 1975, the Committee had selected a rural division and, tentatively, an urban division, for the Pilot Project. In January, 1976, the original rural division withdrew from participation in the Pilot, and Midland School Division #25 was selected in its place. In May, 1976, the Sub-Committee reported to the Inter-Organization Committee as a whole that two proposals for the implementation of the Process Model had been accepted:

1. Midland School Division

The Midland School Division expressed its intention to implement phase one and as much of the rest of the Model as possible by September, 1977. A Steering Committee had been set up, and it was selecting instruments to determine needs assessment.

2. Winnipeg School Division: Churchill High School and Feeder Schools

The Winnipeg School Division had also elected a Steering Committee, composed of representatives of the Board, the administration, and the Manitoba Teachers Society local. The Churchill Project would differ from the Midland Project in that the Churchill Evaluation Project had already begun. The Inter-Organizational Committee joined in participation after stages one and two. The Project at Churchill was being co-ordinated by a professional consultant.

At this meeting, also, the Sub-Committee reported on the disposition of Department of Education funds for the Project as follows:

Midland Project	$10,000
Churchill Project	$10,000
Administration	3,000
Total	$23,000

From this point on, the Committee was to meet periodically to monitor the progress of the two pilot studies. At these meetings, the co-ordinator of each Pilot would report on the Evaluation Process in his division. At the meeting of January, 1977, the Sub-Committee met with the two co-ordinators to discuss their reports:

1. Report on the Churchill Project
This Project had been oriented toward:
   a. a focus on goals;
   b. a focus on organizational structure;
   c. the identification of areas for improvement; and
   d. the development of action plans.

The co-ordinator noted particularly the community input in the area of school goals.

2. Report on the Midland Project
Stressing self-evaluation, the major aspects of the Project to date had included:
   a. organizational self assessment,
   b. community survey on goals,
   c. student assessments.

From the obvious achievements of the Evaluation Project implied in the co-ordinators' reports, the Committee was able to list some essential ingredients of a successful Evaluation Project:

1. Teacher willingness to participate;
2. A project that is perceived as concrete and relevant;
3. School board support;
4. Support from the superintendent;
5. Incentives provided by the Inter-Organizational Committee;
6. A Project Director;
7. Teachers' ownership of the Program.

In June, 1977, the Sub-Committee resolved to request funds from the Department of Education for expanding the activities of the Internal Evaluation Model in Midland, and funds for an external evaluation of the Internal Evaluation Model.

B. SELECTION OF A MODEL

In the initial stages of its activities, the Inter-Organizational Committee on Evaluation found it necessary to consider several factors before choosing an evaluation model. Early discussions focused on five elements:

1. Goals and objectives setting;
2. Designing programs that meet established goals;
3. Organizational climate;
4. Strategies for implementations of programs and adaptation of existing programs;
5. Evaluation or monitoring system.

1. Goals are statements of broad direction, general purpose or intent, and may vary according to the society in which the education system exists. They should reflect what the clientele of the education system sees as the function of the particular society. Citizens and community groups, teachers, students and school administrators should all be involved in the process of setting goals and priorities for their school and school division. Once

goals have been established and placed in rank order, the professional staff of the school system is obligated to provide, to the best of their ability, programs which meet these goals. (See Appendix A for an example of educational goals, the Phi Delta Kappa Educational Goals and Objectives Kit.)

2. Program Design. Once a school division has established its goals and priorities, the professional staff must analyze existing programs to determine the extent to which they fulfill, or are in conflict with, the needs of the community and its students. This process would include establishing program objectives which specify the skills, knowledge, behaviors and attitudes, to be learned and practiced by students.

3. Organizational Climate. There is no agreement on a definition of "organizational climate", although a useful reference point is the definition by Taguiri:

> "...a relatively enduring quality of the internal environment of an organization that
>
> a) is experienced by its members,
> b) influences their behaviour, and
> c) can be described in terms of the values of a particular set of characteristics(attributes) of the organization."*

Much research in recent years has established that organizational climate does affect productivity in industry, as well as learning in a classroom. Although the specific attributes of organizational climate are not yet exclusively established, there is enough agreement to allow researchers to plan for and effect change in the climate of organizations. (See Appendix B for a list of some characteristics of organizational health)

4. Strategies for Implementations of Programs. The extent to which programs are successfully designed and implemented will depend on such factors as staffing patterns in schools, scheduling procedures and the availability of facilities and material resources.

* from the report on an Evaluation Model, by Alan Hellyer, 1974.

5. Evaluating or Monitoring System. Teachers already have much expertise in measuring the knowledge of course content that students acquire in the educational program. Other dimensions of learning can be identified for measurement as well:

a. interpersonal skills;

b. creativity;

c. problem-solving skills;

d. decision-making skills, and

e. attitudes and values.

Not much work has been done in Manitoba in analyzing these factors, although many teachers would appreciate data that would tell them whether or not new trends in education are in fact benefiting students.

Out of the Committee's discussion of these five facets of an evaluation program came several decisions and conclusions:

a. that the evaluation should be promoted at the division level;

b. that the evaluation should be optional;

c. that requests for use of the model should come from the division or school;

d. that the model should be an internal system with provincial guidelines;

e. that any type of evaluation model which uses comparison as a basis for evaluation would be unsuitable; and

f. that evaluation, to be effective, must be continuous.

With these requirements in mind, the Committee was ready to select an Evaluation Model.

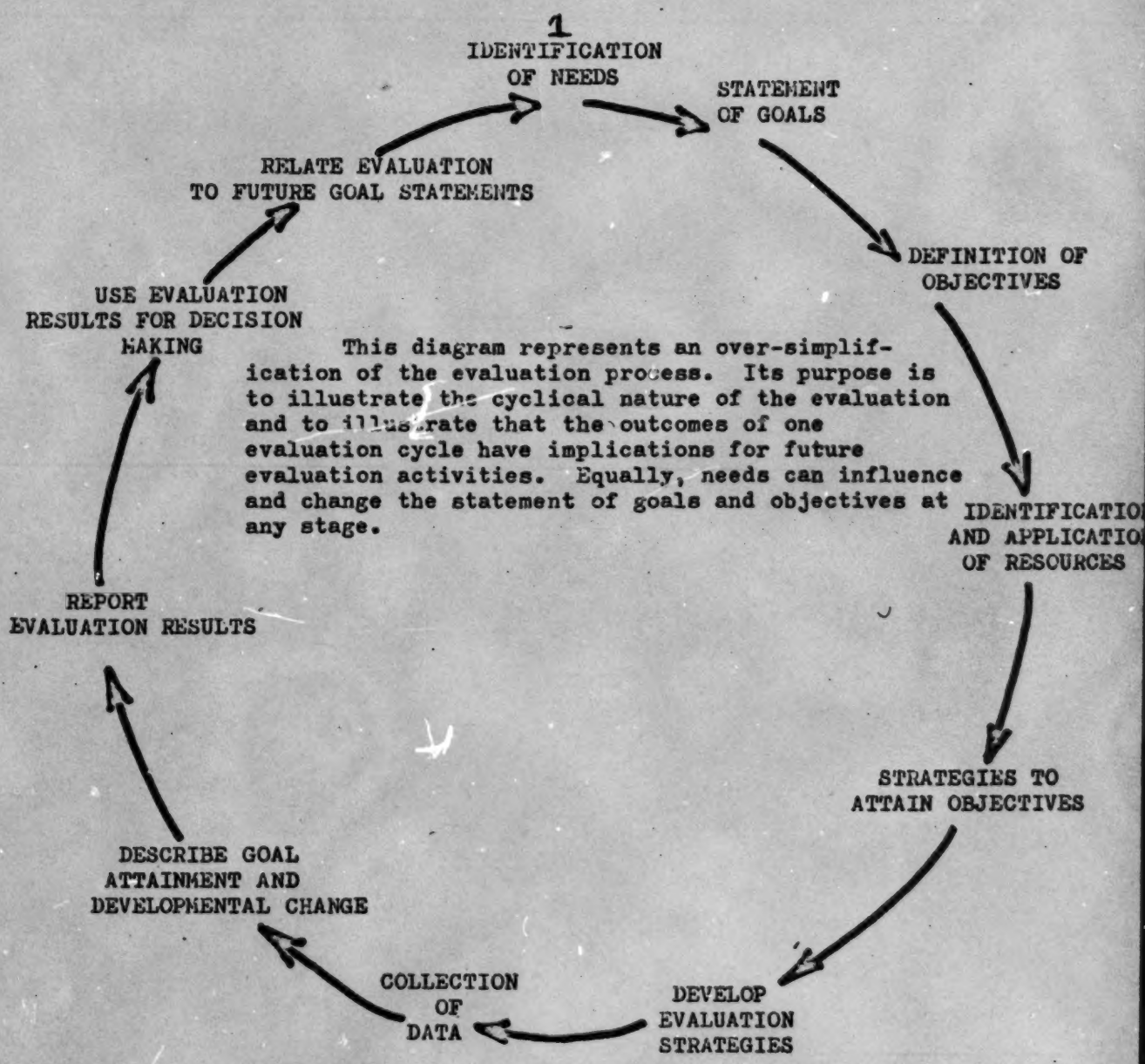
C. THE EVALUATION MODEL

A diagram of the Evaluation Model appears on the following page. A more complex Flow Chart of the Evaluation Cycle appears in Appendix C. What follows here is an explanation of each stage of the Evaluation Process Model:

1. Identification of Needs

This stage is as much a state of mind as it is a formal stage in the process of evaluation; as such, it represents a willingness by the school system to be part of the community it

EVALUATION MODEL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IDENTIFICATION OF NEEDS
STATEMENT OF GOALS
DEFINITION OF OBJECTIVES
IDENTIFICATIO AND APPLICATIO OF RESOURCES
STRATEGIES TO ATTAIN OBJECTIVES
DEVELOP EVALUATION STRATEGIES
COLLECTION OF DATA
DESCRIBE GOAL ATTAINMENT AND DEVELOPMENTAL CHANGE
REPORT EVALUATION RESULTS
USE EVALUATION RESULTS FOR DECISION MAKING
RELATE EVALUATION TO FUTURE GOAL STATEMENTS
This diagram represents an over-simplification of the evaluation process. Its purpose is to illustrate the cyclical nature of the evaluation and to illustrate that the outcomes of one evaluation cycle have implications for future evaluation activities. Equally, needs can influence and change the statement of goals and objectives at any stage.

serves, to be aware of and open to the suggestions, views, and needs expressed by the community, the teachers, the students and the administrations.

As a formal stage in the process of evaluation, the identification of needs serves as an opportunity to heed the different pressures for change, evident in the community. It allows these perceived needs to be assessed in the light of the existing concerns and priorities of the school system.

2. Statement of Goals

When the specific or general needs have been identified, broad statements of purpose can be made which relate to the various statements of need. These statements of purpose may be described as goals.

Because of constant change and growth in society, the goals of an education system must be subject to constant revision to ensure their continued relevance to the social values and educational needs of the community. Implicit in this process of revision is the necessity of participation by all levels of the school system and community.

3. The Definition of Objectives

Within the broad statement of goals, a series of objectives are specified and arranged so as to support other objectives in the same goal structure.

The statement of objectives should be sufficiently explicit as to reduce ambiguity.

4. The Identification of Resources and Their Application to the Objectives

It is self-evident that achievement of objectives depends entirely on the availability of appropriate human, physical and economic resources. Limited resources determine the range of capabilities and the level of sophistication possible in the delivery of services, but for maximum effectiveness, the existing resources of the school system should be used as fully as possible.

The resources of the school system need to be reviewed periodically to ensure that

a. the full extent of the human, physical and economic resources is known,
b. observed deficiencies between objectives and resources are remedied, and
c. planning is undertaken for the long-term development of system resources.

Resource development has a direct bearing on the future activities of the school system in terms of

a. the involvement of existing personnel in the long-range planning activities,
b. programs to improve human resources, and
c. specifically, the development of the skills of management personnel at all levels to ensure that the most effective utilization of resources is achieved.

5. Strategies for Attainment of Objectives

Strategies should be developed for each objective identified to ensure that the attainment of objectives results from a series of planned rather than random activities.

6. Evaluation Strategies

The strategies for evaluation should be considered in conjunction with the identification of objectives and should involve, in the planning stages at least, those persons responsible for the attainment of the objectives.

Those persons responsible for developing evaluation strategies, as well as those who evaluate, should be identified and should be provided with the skills required to enable them to plan and perform their various functions.

Strategies and evaluation processes should be related to the local situation, and should vary according to the purpose for which the evaluation is intended. A variety of evaluation strategies should be developed and should include processes for students, teachers and administrators, in addition to the use of more objective and external forms of evaluation. Student evaluation

should always be related to instructional strategies in order to minimize the possibility of perceptual differences between students and teachers.

7. Collection of Data

The type of data collected in this phase would depend on the nature of the evaluation being conducted. Data collected would be related to the following:

a. student evaluation

b. teacher evaluation

c. system evaluation

d. the extent and effectiveness of the community involvement

Before any data is collected, some hard questions must be asked:

a. What variables will provide relevant data to the overall goals as well as to the specific objectives of each level?

b. Are the variables most effectively measured by collecting qualitative data, quantitative data, or both?

c. From whom, how and when should data be collected?

d. Are the resources adequate for the reliable and valid collection of the data needed?

e. Who will interpret and/or utilize the data for decision-making so as to bring about productive change at the various levels?

f. How should the results of data interpretation be disseminated so as to be useful to all levels of the system?

g. Would the cost of the data collection be offset by the added effectiveness to be gained as a result of the evaluation?

The process of evaluation would not be confined to terminal testing (a "one shot" evaluation), but would be recurring so that, over a period, all phases of the operation of the school system could be monitored as required.

Data collection should be the responsibility of the evaluators, who would represent a combination of external and internal expertise.

All evaluation should provide feedback to the sources which were evaluated so as to provide immediate benefit and improvement to the system.

8. Description of Goal Attainment and Developmental Change

An assessment of data would indicate the extent to which goals were being attained, the extent to which each of the stated objectives were contributing to the attainment of the goals, and the extent to which developmental change was being achieved.

9. Reporting of Evaluation Results

Data from all aspects of the school system should be made available to those people who were involved in formulating the educational goals for the system. These people would include trustees, administrators, teachers, students and members of the community.

The results of the evaluation would indicate to all interested persons the effectiveness with which the school system was meeting their particular expentations, and would provide evidence of new directions to be taken in future planning activities. In addition, the results would provide diagnostic data to indicate areas of strength and areas of weakness in the system, which could also become the focus of future planning.

Discrepancies between desired performance and actual performance would alert participants, at all levels of the system, to the need to develop more realistic objectives or the need to devise more effective means of achieving them.

The data provided from all aspects of the school system, and the input encouraged from interested participants, would result in the development of a relevant, responsive and effective system of education.

10. Using Evaluation Results for Decision-Making

The results derived from the evaluation should directly affect decision-making and future policy directions of the school system. For example, data on student progress should identify areas of student development where further attention is needed to improve learning. Decisions made on the basis of such data have overall implications for instructional budget.

Data on teacher effectiveness, for example, should indicate the direction and extent of future in-service programs.

Cost analysis data of the total operation of the school system should indicate the extent to which the goals and objectives of the system are being supported by the resource allocation.

11. Relation of Evaluation to Future Goal Statements

The evaluation of a school system reports to all those directly concerned with the education process the extent to which the system had reached its stated goals and objectives. It would report progress made and progress still to be made.

The periodic assessment of achievements in all aspects of the school system would allow the community, the students, and the educators to plan for the future direction of education. This would entail a review of existing priorities in the light of current needs, and would provide an opportunity to re-order priorities if necessary.

When the needs of the community, students and educators had been identified they would become the beginning phase of a new cycle of evaluation.

The model of evaluation outlined is one which is cyclical in form: it permits the data from one evaluative cycle to be used in shaping the direction of the succeeding cycle. Provision is made for community input to the planning stage of the cycle, and to subsequent stages of the process as well.

The combination of professional input and community

involvement helps to identify emerging needs within the community. Wider community participation in clarifying and establishing goals yields an education system responsive to community needs, reflecting the latest developments in education and making the most effective use of human, physical and economic resources.

D. IMPLEMENTING THE EVALUATION MODEL

The Evaluation Section of the Planning and Research Branch of the Department of Education was assigned to develop an operational evaluation model based on the components of the Evaluation Model described in Section C. The operational model presented hinges on the principle of a maximum level of local involvement, depending on local resources and potential, with the advice, facilitation and support provided by external agencies. (See Appendix D for the Survey-Feedback Action Planning Model)

1. Components of the Implementation Model
   - i. Students
   - ii. Teachers-Administrators
   - iii. Community

2. Scope of Involvement
   - i. Collection of data from students, teachers, parents, and administrators at all stages.
   - ii. Active involvement through committees, meetings, personal interviews of students, teachers, parents and administrators at all stages.

3. Dimensions of the Components*
   - Ia ~~i~~. Teachers: attitudes, role definition, perception of programs, work satisfaction, perception of inter-school transition, and financial operation (For an example of a questionnaire that might determine some of these dimensions see Appendix G, "Staff Attitude Survey")
   - Ib ~~ii~~. Administrators: attitudes, role definition, perception of divisional operation, and financial operation (For an example of a questionnaire that might produce data on some of these dimensions, see Appendix H, "Churchill Organizational Description Questionnaire")

* Dimensions are defined as aspects of the educational system which affect and are of interest to any component.

iii. Students: perceptions of the educational programs, attitudes, preparation for the world of work, perception of inter-school transition, preparation for Post-Secondary Institutions

iv. Community: extent of community involvement in local education, perception of educational programs, access to school facilities, and financial operation. (For an example of a questionnaire that might determine some of these dimensions, See Appendix M, "Parent Survey")

4. Systems component: divisional performance in relation to all three components will constitute a Systems Component. This will be presented in relation to the socio-economic background of the community and the financial resources alloted for education.

IV) Operation Stages

The model consists of five stages. The dimensions of each component will be taken through each stage to completion:

Stage One: Identification of Needs - this process constitutes the major proportion of the self evaluation and consists of three steps:

a. Determination of what is: a committee is set up (the "IS committee") consisting of people appointed by the division, plus a research advisor from the Department of Education.

b. Determination of what ou ht to be(goals): a committee is set up (the "OUGHT committee") consisting of people from the division, including parents and students, plus an advisor from the Department of Education's Evaluation section.

These two committees are co-ordinated by a person appointed by the Division.

Stage Two: Aims - Defined needs are examined and priorities are established by the two committees jointly with an external evaluator from the Department.

Stage Three: Practices - This stage involves strategies for the achievement of aims, to include a study of:

a. Resources available (financial, professional, community)

b. Strategies for achieving aims

c. Development of programs

Stage Four: Implementation - The variety of groups involved will co-operatively apply their strategies in the implementation of programs which will satisfy the needs of the division.

Stage Five: Evaluation - This stage should answer the question of how the implementation is accomplishing the aims and satisfying the established needs. This stage will also establish new needs which starts the cycle again.

A procedure was also developed in order that Divisions might see how to participate in an Evaluation Project. This outline of procedure takes into account the commitment of both personnel and effort from both the school Division and the Department:

1. Inquiry from school division
2. Presentation to general meeting (Department)
3. Formal request from division
4. Appointment of Self Evaluation Project Co-ordinator (Division)
5. Formation of "IS Committee" (Division)
6. Formation of "OUGHT Committee" (Division)
7. Appointment of Educational Research Advisor (Department)
8. Appointment of Evaluation Section Representative for the "Ought Committee" (Department)
9. Self Evaluation Report (Division)
10. Appointment of External Evaluators (Department)
11. External Evaluation
12. Co-operative Review by Self Evaluation Committee and External Evaluation Committee
13. Co-operative Final Report
14. Follow up Activities (*See Appendix E for Sample Time Table*)

E. THE PILOT PROJECTS

Field testing of the Evaluation Model was conducted in two

school divisions: Midland School Division #25, in south western Manitoba, and Winnipeg School Division #1, in the Churchill High School and its feeder schools.

I) Churchill Evaluation Project (Winnipeg School Division #1)

1. Background

The Churchill Evaluation Project originated in the late 1960's with a desire by Churchill High School to evaluate not only student progress but also the entire school program, objectives and operation. As a response to changes in education at this time, the administration sought to identify and use staff strengths in the school's decision-making process. Committees were formed to deal with and implement change in the areas of student evaluation, new approaches to teaching, such as team teaching, and decentralization.

When Churchill High School was denied financial assistance from the Department of Education Demonstration Projects Grants, it decided to continue the project with support from the Area Superintendent. A Project Steering Committee with a co-ordinator, was set up to establish objectives and evaluate the function of the school within the system and the community it serves. The co-ordinator began by implementing an Organizational Development Program, using the Survey Feedback Model (See Appendix D) as the focus for a training program. A number of other organizations decided to join Churchill High School in the Survey Feedback Training Program, and of these groups, Churchill, King Edward and the Child Guidance Clinic pursued the full evaluation program, and all but one conducted a partial survey.

In 1976, the Churchill Evaluation Project Steering Committee agreed to share the process and experience of the evaluation with the Inter-Organizational Committee on Evaluation, in exchange for funding. From the Churchill Evaluation experience, the Inter-Organizational Committee was to gain knowledge of the internal

development of instrumentation, the action follow-up that takes place, and the potential to assess organizational and program processes and content.

Training in survey-feedback techniques for members of the Churchill Evaluation Project committee had begun in December, 1975. Ten days of orientation, training in the survey administration and processing, and in the monitoring and evaluation of the project, took place over the period from November, 1975 to March, 1976. In January, 1976, the survey was administered in all its various parts to the participants and by February the data was ready for analysis. From March to May, 1976, the survey data was discussed at a series of work group action meetings. A re-survey of the staff took place in June, 1976 to solicit responses to the evaluation project. Because the process of the project is cyclical, it is intended that the survey will be conducted again in 1978.

2. Rationale

The basic objective of an evaluation program is to provide a process by which a school or school system can systematically identify and evaluate its program and organizational needs, and to develop action plans to meet these needs. More specifically, the Churchill Evaluation Project Committee hoped to achieve the following objectives:

a. to evaluate the organization health of the system,

b. to improve organizations and program performance by encouraging the development of programs to meet identffied needs,

c. to increase the effectiveness of the system's problem solving ability.

d. to improve inter-personal working relationships,

e. to promote the development and use of leadership potential among staff.

3. Training

In order to realize the objectives listed above, members of the Committe and participants had to be trained in techniques of the SurveyFeedback program. Based on workshop models developed by researchers with the Michigan Institute of Social Research and the General Motors Institute, the training sessions were organized around the following key concepts:

a. Organizational Health
b. Organizational Development
c. Survey Feedback Design and Administration
d. Building Trust Climate
e. Program and Organizational Problem Solving and Action Planning
f. Organization Interaction and Change

The workshops were conducted over a period of months, involving a total of ten days in workshop and consultation time. Topics of the workshops were:

a. Orientation
b. Survey Design
c. Survey orientation
d. Feedback and Work Group Leader Preparation*
e. Evaluation of Intervention
f. Diffusion and Organizational Renewal

A sample time line for the first year of the Churchill High School Evaluation Project is in Appendix E.

The training program itself was sponsored by the Educational Resource Services of the Winnipeg School Division, and was open to any school that wished to participate. Other schools and organizations that participated in the training program included the Winnipeg Teachers Association, Child Guidance Clinic, Inkster School, Ralph Brown School, Sisler School, Prince Charles School, and Kind Edward School.

A result of the training has been that the Survey Feedback project at Churchill does not depend on outside leadership. The

* A work group was defined as a group of teachers with an immediate superior or recognized head. The whole staff or a specific department may constitute a work group.

project leaders are Churchill staff members.

Perhaps a more personal benefit of the evaluation process, shared by the steering committee members, is a positive growth in the understanding of a school as an organization and also an awareness of some of the many dynamics involved in working with other people.

4. Costs

The agreement with the Inter-Organizational Evaluation Sub-Committee was that $10,000 would be available for the Churchill Evaluation Project. The operational costs for the program for 1975/76 were:

a. Consulting services for the training program $5,778.16
b. Churchill Evaluation Project costs 130.78

The projected costs for 1976/1977 were:

a. Training Program

i. Substitute costs: 4 elementary teachers X 10 days X $28.00 1,120.00*

ii. Substitute costs: 3 secondary teachers X 10 days X 39.00 1,170.00*

* The substitute cost administration was borne by the Division.

b. Churchill Evaluation Project

i. Substitute costs	$1,000	
ii. Consultant services	300	
iii. Materials	200	
Total	1,500	$1,500.00

c. Meals 35

d. Additional Expenses

i. Materials - paid by the schools and Resource Services

ii. Printing - paid by the School Division Office

iii. Computer Print-outs - paid by the Department of Education through the Evaluation Sub-Committee.

5. Results

Data from the Churchill Project is incomplete because as of December,1977, additional information had yet to be collected from some of the Churchill Mini-Area schools. Results of the project can be assessed, however, on the basis of information from data from the King Edward School (September,1975-June 1977), from data from Churchill High School, from data from representatives of other participating schools, and from a personal evaluation by the co-ordinator of the Project as a whole.

A. King Edward School

The staff at King Edward School selected six key indicators of success based on the following external criteria:

a. Teacher absenteeism: the time lost due to short term illness decreased an average of 2.75 days per month. This is a 14% reduction or $1,180 saved per year for substitute costs related to illness.

b. Teacher turn-over: excluding class closures and pregnancies, the staff turn-over at Kind Edward has been:

Pre Survey:	1973-74 to 1974-75	4 changes
	1974-75 to 1975-76	10 changes
Survey begins:	1975-76 to 1976-77	0 changes
	1976-77 to 1977-78	0 changes

There have been no staff changes because of transfers since the Survey Feedback Program began.

c. Pupil Academic Achievement

While there is a gain in the results of the standardized tests administered in 1976 and again in 1977, it does not appear to be a significant gain. Overall, there was a gain in 11 categories and a decline in 4 categories. This is probably due to better program planning.

d. Pupil Satisfaction with Class and Teacher

Information from this survey has been retained by the teachers. A sample of the survey used by the teachers is in Appendix F.

e. Pupil Absenteeism: Absenteeism figures prior to the first year of the survey are not available. However, there is

no significant difference in pupil absenteeism for the period September to December in 1976 from that of the same period in 1975. The figures are:

	1975	1976
September	92.5%	92.4% attendance
October	91.3%	92.0%
November	89.6%	89.6%
December	91.6%	91.7%

f. Substitute Attitudes: no data available at this time.

The results of the survey taken among the King Edward Staff in 1976 and 1977 appear in Appendix G.

As a result of the Survey Feedback process, the staff at King Edward has become involved in a number of school action plans. Some of these activities are as follows:

i. The entire staff were involved in a school curriculum development program during 1976-1977.

ii. Most of the staff is continuing to implement an attitude and behavior improvement program for students based on a modified behavior modification/behavior objectives format.

iii. The office group has conducted a time management study, and improved the efficiency of the office. This group has also increased information availability to all associated with the school.

iv. It is intended that the survey of the work groups will be an annual event at King Edward school in mid year; and that the survey questionnaires will be modified and refined over time.

B. Churchill High School

In June, 1977, the Churchill Evaluation Project Steering Committee solicited responses from staff about their feelings on the value of the Survey Feedback process. The first question asked the teachers whether they thought that the Survey Feedback process was having positive affects on:

	yes	no	not sure
1. the overall operation of the school?	23	10	19
2. the operation of their department?	28	13	10
3. their own daily work?	15	20	17

The uncertainty about the value of the process, reflected in these figures, seems to be attributable to staff expectations of the process. Representative comments on the questionnaire reveal that people expected more rapid change in the system after the evaluation project. The external consultant for the project had warned the Steering Committee that it might take 4 or 5 years for teachers to specify positive effects on their daily work. That the Evaluation Project has already had some measure of success, however, is indicated by one teacher's comment:

> In my daily work, I feel I am constantly looking for situations, teaching methods, comments, etc. and trying to improve on these. I feel our project has made each of us our own inspectors.

Perhaps one reason a large proportion of the staff, about one-third, expressed uncertainty about the value of the project is the lack of clarification of goals for desired measurable change. The staff is resolved to focus more clearly on organizational change.

During the two years of operation of the Churchill Evaluation Project, use was made of a survey instrument (called the Churchill Organization Description Questionnaire, see Appendix H) prepared by a sub-committee of staff members. Staff members completed the questionnaires voluntarily and anonymously, identifying themselves only by the work group of which they were a member.

Each work group received a summary of its own responses as well as a summary of the over-all school responses. In a series of seven meetings (see Appendix I), each work group, under the Department Head, reviewed and discussed the data and identified situations warranting change. These were categorized according to whether they were

(a) problems over which the work group had complete control, or

(b) problems involving others.

Once a work group had identified problems of its own concern, it followed problem-solving steps, under the assumption that planned change would succeed better than unplanned change. An important component of planning action for change was ensuring that the persons implementing change took part in planning the change.

At this point in the Survey Feedback Process at Churchill, it appeared that two critical factors were necessary for success:

1. Commitment at the work group level to consider the data seriously; and

2. Action on plans and recommendations.

Because few teachers have opted out of participation in the Survey, the staff must feel that the Survey Feedback Process gives them an opportunity to effect planned change.

C. Data from Representatives of Other Participating Schools

Representatives of the other participating schools and organizations were surveyed in June, 1977, about their reactions to the Survey Feedback Program. The results of this survey are in Appendix J.

All participating schools have entered the initial planning stages and some have already begun to implement plans. It appears that three of the schools and the administration group found the process useful and they are moving on action plans immediately. Two other schools are having mixed results in that some groups in the schools are initiating actions already, and other groups in the school are not. Finally, one school was already engaged in a major project and the Survey Feedback Process indicated that the staff was already working on the major area of concern.

D. Personal Assessment by the Co-ordinator of the Churchill Project

The following is a statement of assessment by the co-ordinator:

In my estimation, the internal evaluation process has much to recommend it. There are some weaknesses, to be sure. However, some are and can be corrected as we gain experience in the process. On the other hand, there are costs as well as benefits in any change process and some of these cannot be altered.

The key strengths in the process as indicated by the results in the participating schools are:

1. Concrete action plans are developed and implemented by the staff in the school in high priority areas defined by the staff.

2. Commitment of people to the educational and organizational processes in the school is strengthened. This appears to be due to increased participation of the staff in these areas. It is especially evident in the schools in which tangible results of the action planning are evident.

3. People have a better understanding of what their job is in the school, what they are trying to accomplish, to whom, and for what they are accountable, and how they interrelate with others. This is indicated by the staffs who are now involved in establishing goals and personal and program evaluation processes.

4. People are involved in more decision-making activities. Also the decisions are more appropriate in that those decisions that involve others are identified and decided upon elsewhere that in small groups. This varies, depending on the size of the school and how the school made decisions in the past.

5. People tend to receive more consistent immediate feedback on their performance. Administrators receive this through the structure of the survey. It appears that people generally receive this feedback during their action planning. An interesting result is that staff in some schools are demanding performance feedback from their principal. This also indicates the interest in personnel performance evaluation systems.

Areas that need to be attended to, in order to strengthen the evaluation process are:

1. Administration needs to be more involved in the process. The initial orientation or launch stage should really take longer and the administrators should be more informed of the theory and concepts and how they are to be involved in the process. As people indicated previously, if the boss isn't committed and involved, it isn't going to go.

2. Concrete plans need to be acted on quickly. If they are not, people begin to feel that nothing is happening. Changes need to be documented as well.

3. External consultants need to work with internal people and shove responsibility on to them and their staffs.

However, it is useful if the external consultant works closely with the staffs. The schools which experienced most success spent some time planning with me.

4. More emphasis needs to be placed on leadership training for internal leaders in the school. This is especially evident in schools where different levels of formal leadership exists (e.g. vice-principals, department heads, team leaders.)

The areas that cannot be changed are:

1. The length of time needed to begin action planning and implementation is excessive. However, the time is necessary to establish a system that is renewable on an annual basis. Also, major changes take time, and it is useful for people to understand the reasons for and the steps involved in a change.

2. Another concern is that the process may appear to be elaborate and structured. "Using a baseball bat to kill a fly," as someone said. However, short circuiting the process seems to result in superficial, short term changes. This was shown in those schools which have been involved in a shortened form of the process, or who have bastardized it on their own.

3. Initially, the external consultant needs to be knowledgeable and skilled in functioning as a change agent and process consultant.

II) Midland School Division Evaluation Project *

1. Background

The Midland School Division was prompted to enter into the evaluation process by the same kind of situation as motivated the Winnipeg Schools: the cessation of the provincial examination system and the increased decentralization of curriculum led the community to believe that standards in education were declining.

The School Board of Midland School Division #25 felt that a self evaluation of the system could only be useful if teachers in the Division expressed a willingness to participate. Accordingly, a survey of staff was conducted by representatives of the Midland Teachers Association in June, 1976, with the following results:

Total number of teachers in Division	120
Total number of replies to questionnaire	60
Total number of teachers willing to participate in evaluation	48
Total number of teachers not interested	12

On the basis of these figures, the School Board decided to proceed with the project. It made application and was accepted by the Inter-Organizational Committee on Evaluation as a participant in the Pilot Project on Evaluation. A steering committee, composed of representatives of the Midland Teachers Association and the Midland School Board, was established, and a co-ordinator was appointed to work on a full-time basis for half a year. His role was to develop and propose plans, to co-ordinate, organize, and implement approved plans, and to provide liaison with Project Members.

In September, 1976, the co-ordinator made several recommendations to the Steering Committee. He proposed that the Evaluation Process have three components:

a. Teacher Component

i) Every school and every individual teacher should be given the opportunity to participate in an evaluation process.

ii) The evaluation process should be initiated within the school system. Teacher representatives from the school should be sent to a two-day orientation to receive information on the details and implications of the evaluation process. To ensure genuine commitment to evaluation, teachers and schools should be given the opportunity to opt out of the process after the orientation session.

iii) Teacher representatives (facilitators) should be provided with the training to carry out the evaluation in participating schools.

b. Community Component

i) The evaluation of individual schools should involve extensive participation and contributions from parents and community members.

ii) Parent and community involvement should be in the form of discussion based on reliable cross-sectional data generated by parents in co-operation with teaching staff.

iii) Discussions should result in action plans made co-operatively between parents and teachers.

iv) A systematic five-stage follow-up process should be developed to ensure that action plans are carried out, and to make the school more accountable to the community it serves.

C. Student Component

Students at the collegiate level should be given the opportunity to contribute to the evaluation process based on data generated by students in co-operation with the teaching staff. A follow-up process should be designed to ensure action planning.

At an orientation workshop in October, 1976, the Survey Feedback Action Planning Model was presented to the teacher facilitators by two external consultants, who described back ground theory on the Organizational Development Process (See Appendix K), and outlined a six-day training session that would enable the facilitators to carry out the evaluation process in their schools.

After the orientation workshop, the teacher representatives presented to their schools an overview of the Evaluation Project and implementation plans, and specifically, a description of the Survey Feedback Action Planning Model. At this point, each school was given two weeks to decide whether or not to participate in the evalution process. All schools voluntarily decided to participate.

In November and December, 1976, teacher facilitators designed the surveys to be used, and at a January, 1977 workshop, they were trained in the interpretation of computer data from the survey. The survey was administered in all Division schools on January 3, 1977.

During a March in-service, all teachers in the Division reviewed survey results and selected priority items. Action plans were based on the priority concerns in each school.

In April, 1977, teacher facilitators reviewed the progress of individual schools' action plans and established criteria for evaluating the success of action plans in the future. To ensure that the Survey Feedback Evaluation Process would continue, the teacher facilitators made arrangements to re-survey their schools and to pass responsibility of continuing the process on to principals and teachers in their schools.

2. Implementation of the Evaluation Project in Midland

a) Teacher Component

The teaching staff of the Midland School Division, through their representative facilitators, have been involved in every stage of the Evaluation Project. Responses to the Evaluation Project by the teacher facilitators themselves are found in the data in Appendix L.

b) Community Component

In an effort to improve public relations for the schools and to respond to community concerns about the quality of education, the Steering Committee of the Midland Evaluation Project made a conscious effort to involve parents in the evaluation process. To this end, the Steering Committee established three objectives:

i. to collect data from parents on the degree of satisfaction with the existing school system;

ii. to implement a follow-up program that would ensure action planning; and

iii. to give parents of the Midland Division an opportunity to select priorities among educational goals.

Three groups of parent representatives were nominated by principals and Steering Committee members to represent every school and geographic region of Midland School Division. With

the help of the Evaluation Project Co-ordinator, the parent representatives selected dimensions and defined indices for the Survey. Interviewees were randomly selected from student lists in each school. A list of 400 interviewees was compiled for the whole Division, in proportion to the number of students in each school. The Steering Committee then employed 35 interviewers from among the community population to administer the parent survey. These 35 interviewers subsequently participated in a workshop on the scope and purpose of the Evaluation Project, and on interviewing techniques. The survey and follow-up analysis of data was completed by the end of June.

A sample of results from the community component of the Survey is in Appendix M.

c) Student Component

In involving students in the Evaluation process, the Steering Committee was motivated by three objectives:

i. to help create positive school climate through student participation in the evaluation process;

ii. to give students an opportunity to contribute to school policy and educational direction; and

iii. to give students an opportunity to identify strengths and weaknesses in their schools.

Because the Steering Committee felt it was necessary to have both staff and student consent to the Survey, the Co-ordinator met with the staff and student councils of the three collegiates in the Division, to explain the procedure and general scope of the Evaluation Project, and to obtain consent. A committee composed of eight students representing all grade levels was selected from each school by the staff and student councils.

In co-operation with the Co-ordinator, the student committees designed a survey instrument which was duly administered to students. (See Appendix O for a sample student questionnaire.) When the survey data was complete, student committees met with the Co-ordinator to discuss the data and make specific action plans.

d) Student Performance Evaluation

An additional component of the Midland Evaluation Project was a student testing program. In June, 1977, the Steering Committee proposed objectives and procedures for this testing program:

i. Objectives

1. To develop tests to evaluate the performance of students in relation to established goals, skills and concepts;

2. To provide teachers with training and experience in writing test items and developing tests;

3. To develop a bank of test items as a resource for teachers in their regular evaluation programs;

4. To provide teachers, students, and parents with feedback on the accomplishments of the students and the programs;

5. To develop a process which other Divisions can use to evaluate student performance.

ii. Procedures

1. All teachers would be provided with a comprehensive training program in the writing of test items and the development of testing instruments;

2. All teachers would be extensively involved in the development and identification of the skills and concepts for each subject area;

3. A test scoring and feedback system on individual student performance would be developed;

4. Involvement of parents in determining measurement of goals with participation in the development of subject skills and concepts;

5. Administer norm-referenced tests, if the comparative aspect is deemed essential and beneficial;

6. Collect, codify and store test items by skills and concepts as submitted by the teachers. Also distribute these as requested by the staff;

7. Sample test items for reliability and validity.

A workshop was held in November, 1977, for all Midland Language Arts teachers at the grades four to six level, and for Junior High School Mathematics teachers, to identify the skills and concepts to be tested in each area. The testing program is presently being carried out in these areas in the Midland School Division.

3. Goals and Objectives of the Midland Evaluation Project

The total evaluation process in Midland Division is intended to lead to a clarification of goals at every level of the school system;i.e. divisional goals, school goals, organizational goals, instructional goals, and individual teacher goals. The parent and student surveys were intended to clarify general educational goals for the school system.

4. Costs of the Evaluation Project

The Evaluation Project expenses from September 1, 1976 to August 31, 1977 are as follows:

	Co-ordinator's Salary and Fringe Benefits	Consultant Fees 2	Substitute Teachers' Salaries	Transportation and Travel	Interview Expenses 3	Office Supplies	Computer Fees	Total
Expenses up to Dec. 31/76	$6,226.68	2,275.00	1,678.50	1,189.69	—	426.88	—	11,796.15
Expenses January 1/77 to March 31/77	4,791.75	400.00	459.00	319.50	—	—	435.27	6,405.52
Expenses April 1/77 to August 31/77	10,237.07	325.00	447.50	514.99	2,538.00	3.78	711.46	14,778.60
TOTAL	21,255.50	3,000.00	2585.00	2023.58	2538.00	430.66	1,146.73	32,580.27

1 The Steering Committee recommended that the Co-ordinator's salary be extended into 1978.

2 External consultants conducted the training workshops for teacher facilitators.

3 Interviewers were paid a fee of $3.00 per interview.

5. Recommendations and Conclusions

Over the course of the Midland Evaluation Project it became apparent that some aspects of the program needed to be improved or expanded. Specifically, recommendations were made with regard to the teacher and community components of the Project:

i) Recommended Improvements in Teacher Self-Evaluation

a. Provide orientation for teachers in the spring so that if the Division decides to enter the Evaluation Process, the training process can be completed between September and March.

b. Both internal and external consultants should place even greater emphasis in getting commitment from principals. All principals should participate in the training process.

c. Reduce time lapse between survey design and action planning in the schools to retain momentum and interest.

d. Provide another training session six months after initial action plans are completed to ensure greatest results.

e. Process should be extended to include a self evaluation process of the school board.

ii) Positive Observation of Teacher Self-Evaluation Process

a. The process provides the individual teacher with maximum opportunity to contribute to changes and to the general school operation. Initial confidentiality removes the aspect of fear for individual teachers in promoting their own ideas.

b. This evaluation model incorporates changes as part of the process.

c. The process gives individual schools the medium and incentive to deal with problems frequently overlooked for lack of time.

d. The Process has great potential for improving teachers' attitudes toward their own schools and administration. Teachers may air private grievances about their school in an unthreatening manner.

e. The Process allows for positive change to occur slowly because of the cyclical aspect of the Process.

f. The training program, and the process involving School Board, and teacher commitment go a long way in assuring success.

iii) Recommended Improvement to the Community Survey

a. The community Survey Process should be adapted for use in both rural and urban Divisions.

b. A training program should be developed for all participants of the Process.

c. The Process should be revised to cut down on interviewing costs.

d. A renewal and re-survey component should be added to the process.

With some consultative assistance, all of the above mentioned concerns are presently being incorporated into the process.

iv) Postive Observation of Community Survey Process

a. The Community Survey provides a systematic approach in dealing with necessary community involvement in a school. The process provides for meaningful discussion between teachers and parents based on cross sectional data and first-hand reports by interviewers. The Process discourages discussion based on parental pressure groups.

b. The five-stage follow-up, the renewal and re-survey process ensure that actions are taken in areas of concern. It allows teachers and parents to arrive at solutions together in a co-operative manner.

c. The Community Survey Process tends to compliment the Teacher Self Evaluation Process. In some Schools, it gave teachers incentive to develop their Organization Development action plans. In some instances, parents and teachers identified the same areas of strengths and weaknesses.

d. The Process provides for both positive and negative feedback. In the schools where the process had been completed, teachers have been surprised at the degree of postive feedback the school received from the community.

In conclusion, the Steering Committee believes that the Internal Evaluation Process can be used successfully for the evaluation of both rural and urban school divisions. In rural divisions, the process provides for the evaluation of the total school system and individual schools. For urban divisions, the Process provides for an evaluation of a large collegiate and its feeder schools.

The Committee would recommend, in general, that the Internal Evaluation Process have at least three compulsory components:

1. A Teacher Organizational Development Process;
2. A Community Survey and Renewal Process for each school; and
3. A comprehensive student Performance Evaluation Program.

Finally, participants in the Midland Internal Evaluation Process have already experienced many positive results from the Evaluation Process. Other school divisions should definitely be given an opportunity to use the Internal Model.

F. CONCLUSIONS

In a sense, there can be no final report on the Evaluation Process, In accordance with the Committee's prime requisite of an Evaluation Model, the evaluation process is cyclical and continuous. At the present time, the two school divisions of the Pilot Project are continuing another cycle of the Evaluation Process.

The impetus for the Evaluation Project was the expressed desire of the 1973 MAST convention to implement some kind of province-wide evaluation of students. What has evolved out of this is a process infinitely more complex and comprehensive. The Evaluation Model finally chosen by the Inter-Organizational Committee on Evaluation allows for initiation and management of the evaluation process by every level of the school system. Aside from incentive provided by the Inter-Organizational Committee, the only external factor in the process has been the Professional Development program, the training of the administrators of the survey by professional consultants. The development of evaluation skills in personnel at the Division level allows the evaluation process to maintain momentum into the future.

As soon as results from the initial surveys were available, it was apparent that certain factors would ensure success in an Evaluation Process: the Project must be perceived by the participants as having concrete, relevant results. The facilitators of the

Evaluation Project must be made to understand, however, that results will not be achieved overnight. Some early misunderstanding and uncertainty about the effectiveness of the Evaluation Process resulted from unrealistic expectations of short-term results. A second requirement is commitment to the Process by teachers, school boards and superintendents. Teacher willingness to participate is seen as the most important factor. Evaluation can be perceived as threatening initially, and so the most critical stage in the Evaluation Process is probably the initial Orientation. Important, too, is the element of choice: teachers and schools must be given the option of not participating. Evaluation cannot be imposed by an external agent.

Once the participants have been committed to Evaluation, the delivery of the Evaluation Process can be achieved by teachers. Teachers already have expertise in assessing and analyzing the performance of students and of themselves.

It is not sufficient merely to administer surveys: an important component of the whole Evaluation Process is the dissemination of the survey data and action to effect changes proposed by the survey data.

The most important individual involved in the Evaluation Process is the Project Co-ordinator: it is his duty to provide guidance to participants in the Evaluation Process and liaison between the local Steering Committee and the external consultants in the Department of Education and the Inter-Organization Committee.

Long term benefits of the Evaluation Process will be seen in the next few years as the model is refined and fitted to meet specific needs and changing goals. Already, the value of introspection has been perceived: as one teacher said, "the project has made each of us his own inspector."

Even in times of apparent need for economic restraint, the costs of Evaluation are out-weighed by measurable benefits. Not only do schools become more accountable to the communities they serve, but parents and community members are given a voice in the establishment of goals and the implementation of those goals.

Appendix - H

Recommendations

Observations and Recommendations

A. Recommended Improvements - Teacher Self-Evaluation

1. Provide orientation for teachers in Spring so that if the Division decides to enter the Evaluation Process, the training process can be completed between September and March.

2. Both internal and external consultants should place even greater emphasis in getting commitment from principals. All principals should participate in the training process.

3. Reduce time lapse between survey design and action planning in the schools to retain momentum and interest.

4. Provide another training session six months after initial action plans are completed to ensure greatest results.

5. Process should be extended to include a self evaluation process of the school board.

B. Positive Observation of Teacher Self Evaluation Process

1. The process provides the individual teacher with maximum opportunity to contribute to changes and to the general school operation. Initial confidentiality removes the aspect of fear for individual teachers in promoting their own ideas.

2. This evaluation model incorporates changes as part of the process.

3. The process gives individual schools with the medium and incentive to deal with problems frequently over looked for lack of time.

4. The Process has great potential for improving teachers attitudes toward their own schools and administration. Teachers may air private grievances about their school in an unthreatening manner.

5. The Process allows for positive change to occur slowly because of the cyclical aspect of the Process.

6. The training program, and the process involving School Board, and teacher commitment go a long way in assuring success.

C. Recommended Improvements to Community Survey

During the year, it was apparent that the following aspects of the program needed to be improved or expanded:

1. The community Survey Process should be adapted for use in both rural and urban Divisions.

2. A training program should be developed for all participants of the Process.

3. The Process should be revised to cut down on interviewing costs.

4. A renewal and re survey component should be added to the process.

With some consultative assistance all of the above mentioned concerns are presently being incorporated into the process.

D. Positive Observation of Community Survey Process

1. The Community Survey provides a systematic approach in dealing with necessary community involvement in a school. The process provides for meaningful discussion between teachers and parents based on cross sectional data and first hand reports by interviewers. The Process discourages discussion based on parental pressure groups.

2. The five stage follow-up, the renewal and re survey process ensure that actions are taken in areas of concern. It allows teachers and parents to arrive at solutions together in a cooperative manner.

3. The Community Survey Process tends to compliment the Teacher Self Evaluation Process. In some schools, it gave teachers incentive to develop their Organizational Development action plans. In some instances, parents and teachers identified the same areas of strength and weakness.

4. The Process provides for both positive and negative feedback. In the schools where the process has been completed, teachers have been surprised at the degree of positive feedback the school received from the community.

E. General Observations

The Internal Evaluation Process can be used successfully for the evaluation of both rural and urban School Divisions.

1. For rural Divisions, the Process provides for the evaluation of the total school system and individual schools (including the smaller rural schools).

2. For urban Divisions the Process provides for an evaluation of a large collegiate and its feeder schools.

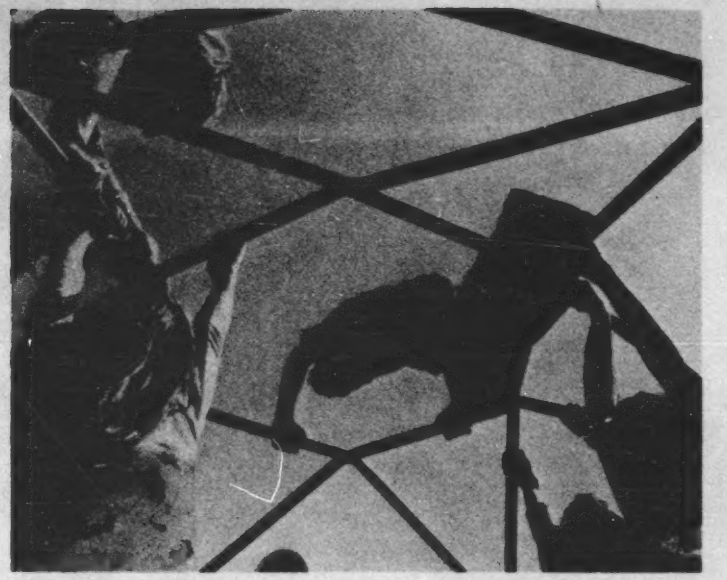
F. General Recommendations

1. The Internal Evaluation Process should have at least three compulsary components (a) A Teacher Organizational Development Process, (b) A Community Survey and Renewal Process for each school, (c) A comprehensive Student Performance Evaluation Program.

2. Participants of the Midland Internal Evaluation Process have already experienced many positive results from the Evaluation Process.

Other School Divisions in Manitoba should definitely be given an opportunity to use the Internal Model.

Evaluation



Members — I.O.C.E. Internal Evaluation Model Project

Mr. Kris Breckman	—	Manitoba Teachers' Society
Dr. Bob Cross	—	Member-at-Large
Dr. Norm Isler	—	Manitoba Association of School Superintendents
Mr. John Shaw	—	Manitoba Department of Education
Mr. Roy White (Chairman)	—	Manitoba Association of School Trustees

Project Coordinators

Mr. Richard Loeppky	—	Midland School Division Project
Mr. Brian Trump	—	Churchill High School Feeder System Winnipeg School Division No. 1

Introduction

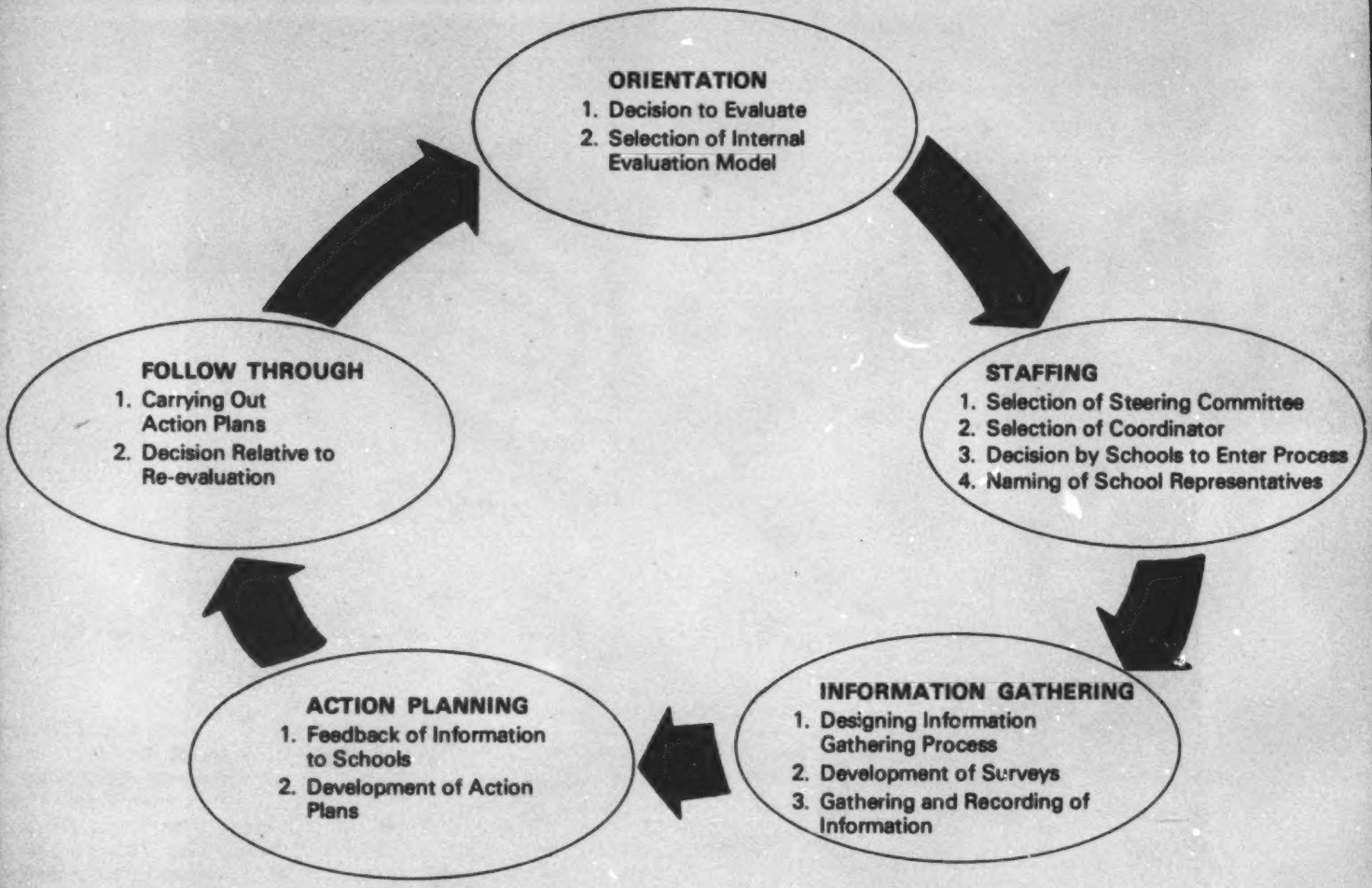
The Internal Evaluation Model was developed in the Province of Manitoba by the Interorganizational Committee on Evaluation (I.O.C.E.) — an organization which is representative of school trustees, superintendents, teachers, universities and the Manitoba Department of Education. The model was developed in response to an expressed need for a framework for system-wide evaluation. Although it was developed for use at the division level, it has proven to be flexible, and so can be used for the evaluation of school divisions, individual schools or specific departments within schools. At the time of this writing, the model has been piloted and evaluated in two different situations — on a division wide basis in rural Manitoba (Midland School Division), and on an in-school basis in Winnipeg School Division (Churchill High School and its feeder schools). The implementation of these pilot projects was carefully documented, and then evaluated. In-depth reports on the two projects, as well as an evaluation report on the effectiveness of the model, are available from the members listed on this page.

Although examination of student achievement is a part of the model, it is not included in the write-up. This is because divisions normally have established precedents relative to the type of testing being carried out, as well as to the time of year when testing takes place. Therefore, no attempt has been made to tie in testing as an ordered sequence in the model.

Contents of this Brochure

This brochure will attempt to outline the main stages involved in the model. As a first step, a flow chart will depict the five main states — Orientation, Staffing, Evaluation, Action Planning and Follow Through. Following this, each stage will be described in more detail. This description will provide a general overview of the process, rather than an in-depth account of what should take place at each step. This is in keeping with the idea that the model should serve as a framework, rather than a detailed blueprint. Included in these descriptions will be a discussion of factors which are seen as crucial if the program is to be successful. Following this, there will be a section dealing with the major weaknesses and strengths which were perceived when the model was evaluated. The brochure will conclude with a proposed timeline for the model's operation.

Stages in the Model


ORIENTATION
1. Decision to Evaluate
2. Selection of Internal Evaluation Model
STAFFING
1. Selection of Steering Committee
2. Selection of Coordinator
3. Decision by Schools to Enter Process
4. Naming of School Representatives
INFORMATION GATHERING
1. Designing Information Gathering Process
2. Development of Surveys
3. Gathering and Recording of Information
ACTION PLANNING
1. Feedback of Information to Schools
2. Development of Action Plans
FOLLOW THROUGH
1. Carrying Out Action Plans
2. Decision Relative to Re-evaluation

Orientation

1. **DECISION TO EVALUATE**

   The cycle normally begins with a decision to evaluate (whether on a division-wide, school-wide or department-wide basis). Once the decision to evaluate has been made, careful consideration must be given to the particular approach to be used (i.e. a totally internal approach, a totally external approach or an approach which has both internal and external components).

2. **SELECTION OF INTERNAL EVALUATION MODEL**

   The choice of an internal approach to evaluation can only be successful if certain conditions exist within the division. In the first place, there must be a commitment to the process of internal evaluation by the major groups in the division (school board, central administration and teachers). Secondly, there must be a conscious commitment to use the information generated as an integral part of the decision making process within the division. Finally, the central administration must be prepared to provide release time to key people involved in the process. Although the project is more likely to succeed if a high degree of trust and openness exist among divisional personnel, experience has shown that these qualities tend to develop as the model progresses. If conditions within the division are conducive to this type of evaluation, the next stage can be undertaken.

Staffing

1. SELECTION OF STEERING COMMITTEE

The steering committee is made up of representatives of those groups most affected by education in the division (for example: A school board member, someone from the central office, a principal representative, at least two classroom teachers, parent representatives, student representatives, the project coordinator, plus any others who may be deemed appropriate). The size of the committee should be limited to a maximum of fifteen.

The steering committee has overall responsibility for the model's operation, and therefore makes all major decisions relative to its operation. The committee must deal with such questions as what should be evaluated, what kind of data needs to be gathered, how this data can best be gathered, and how and to whom the results will be reported. In addition, the committee has control of the budget assigned to the project.

2. SELECTION OF COORDINATOR

Since the coordinator takes on major responsibility for the day-to-day operation of the model, the person selected for this position must have credibility with both the administration and teaching staff of the division. Depending on the size of the division to be evaluated, 50% to 100% release time is needed.

3. DECISION BY SCHOOLS TO ENTER PROCESS

Because of the threat that often is associated with any form of evaluation, communication in the early stages is essential. Therefore, time needs to be set aside to meet with the staff of each school to explain how the model will operate. In addition, the committee may decide to make presentations to other interested groups, such as student councils and parent groups.

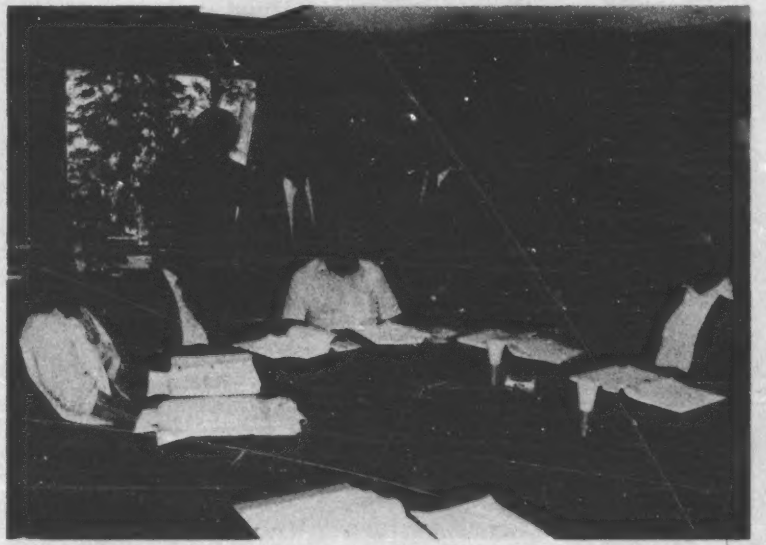
The individual school is the focal point in this model. Because the coordinators of the two pilot projects felt that there would be little chance for an internal evaluation program to succeed in a school where the staff was not willing to become involved, they allowed each school the choice of entering or not entering the program. It is interesting to note that, in the two pilot projects, no schools chose to opt out.

4. NAMING OF SCHOOL REPRESENTATIVES

In order to maximize involvement at the individual school level, a representative to assist in the operation of the model must be chosen by the staff in each school. It is important that the teacher named not only have commitment to the process, but also have a good working relationship with the school staff. The basic responsibilities of the school representative are:

- to assist in the development of surveys
- to assist in the gathering of data from those surveys
- to be involved in survey feedback and action planning with the staff
- to serve as a liaison between the project coordinator and the individual school

Because of the critical nature of their responsibilities, school representatives need to be given appropriate training in the area of internal evaluation, survey design, survey feedback and action planning.



Information Gathering

1. DESIGNING INFORMATION GATHERING PROCESS

It is important to establish an overall design for information gathering early in the process. The steering committee must deal with the following questions:

- What do we ultimately hope to achieve by the evaluation?
- What kind of information will be needed?
- To what extent should we involve teachers, parents and students as sources for this information?
- Who will have access to the information? (What kind of data will go to classroom teachers, what kind of data will go to the school board, etc.?)

In both pilot projects, a carefully designed survey-feedback process was used as the basic process for information gathering and feedback. Teacher, parent and student surveys were used as the primary source of information.

2. DEVELOPMENT OF SURVEYS

The steering committee, because it is representative of the various interest groups in the division, makes all major decisions relative to survey development and distribution. Among the decisions which they must make are:

- What kind of survey can obtain the needed information most effectively? (i.e. interviews, questionnaires, etc.)
- Should each school develop its own survey, or should there be one common survey?
- If surveys are to go to teachers, parents and students, should they all go out at the same time, or should they be staggered, so that the school can deal with different information at different times?

The project coordinator, although responsible for the actual production of the surveys, should involve the various interest groups (teachers, students and parents) in their development. Moreover, the coordinator must make sure that the information gathered can be related back to individual schools.

3. GATHERING AND RECORDING OF INFORMATION

Three general methods can be used for information gathering — personal interviews, drop-off and pick-up questionnaires or mailed out questionnaires. Factors which need to be taken into account when determining which method to use include time available, money available and the priority placed on a high rate of return.

Action Planning

1. FEEDBACK OF INFORMATION TO SCHOOLS

Action planning begins with the feedback of information to individual schools. In the two pilot projects, the "Link Pin" process was used as a feedback procedure. This process operates on the following principles:

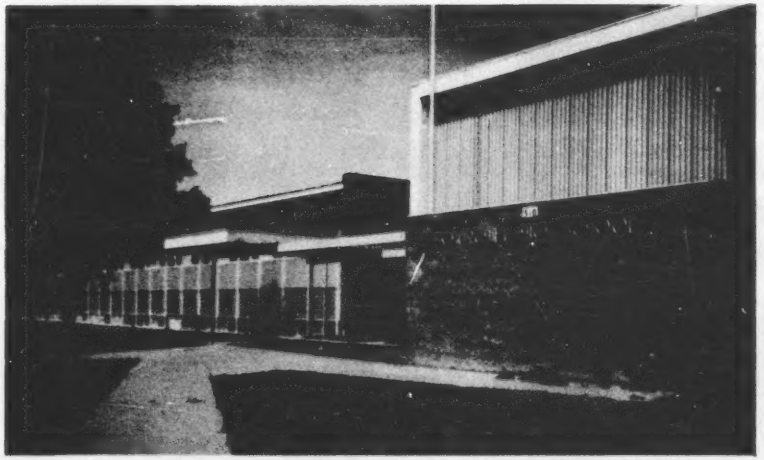
- Through an appropriate survey method, information is gathered.
- The information for each school is examined by the project coordinator. Anything which is personally vindictive, or which might in other ways endanger the integrity of the study, is discarded by the coordinator.
- The coordinator and the school representative feed back the information to the staff of each school. The purpose of this feedback is not to cast judgments on individual personnel, but rather to provide data for action planning related to educational programs, operations or services in the school. Once this information has been fed back, the process of action planning can begin.

In the two pilot projects, a decision was made that the information that was fed back to each staff would become the property of that staff. Although the school could choose to do so, they were under no obligation to share their information with any other school, or with any member of the administration in the hierarchy above them. Likewise, they were not obligated to discuss action plans which they were developing as a result of the feedback. It was at this point in the model's operation that trust between the central administration and the teaching staff became crucial to the success of the program. It is interesting to note that, in both pilot projects, there was excellent flow of information among schools, as well as between individual schools, the central administration and the school board.

2. DEVELOPMENT OF ACTION PLANS

The majority of action planning should take place at the individual school level. If problems or concerns surface which need to be worked at on a division-wide level, action planning may also take place at the central office or board level. The following points should be considered when entering the action planning phase:

- Once the school has identified the problems and areas of concern from their feedback, they should separate them into two areas — those over which they have control, and those over which they have little or no control.
- The school should begin with a problem or a concern which is fairly easy to deal with, so as to ensure initial success.
- In any one year, the school should attempt to deal with a maximum of five problem areas. Attempting to deal with more than this can lead to frustrations, and hence may prove to be counter-productive.
- Schools should also examine those areas which are identified as strengths, to see if there are ways that these areas can be capitalized on even more.



Follow Through

1. CARRYING OUT ACTION PLANS

This is the major objective of the total process. If the previous stages have been completed carefully, the burden of carrying out this phase will be greatly reduced. The action planning phase can be carried out more successfully if the following principles are observed:

- Staff members should be given training in the fundamentals of action planning. Although this training may be provided by the project coordinator, it may be necessary to hire a specialist to provide an appropriate inservice program.
- It is helpful to have more responsibility transferred from the project coordinator to the school representative. In this way, individual schools are encouraged to take on more ownership of the project. However, the coordinator should continue to maintain contact with each school, to ensure that support and encouragement are provided for the implementation and execution of action plans.
- Good communication should be maintained with parents, students, teachers, central office staff and school trustees. Not only does this make implementation of action plans easier, but it also assures those individuals who have been surveyed that their input is not being ignored.

2. DECISION RELATIVE TO RE-EVALUATION

After the process has been completed, it should be carefully evaluated. If it is determined that the benefits gained warrant the monies and energies expended, the division may wish to repeat the model at a later date, or to incorporate it on an ongoing basis.

STRENGTHS AND WEAKNESSES OF THE MODEL

After the pilot projects had operated for one year, an evaluation was carried out. In this evaluation, the following weaknesses and strengths of the model were identified.

STRENGTHS

The model:

1. Gives schools a good information base. This is important for staffs as they attempt to improve their system.
2. Allows schools to identify specific strengths and weaknesses in their system.
3. Encourages schools to be more open in looking at their own weaknesses.
4. Encourages schools to build upon their strengths.
5. Shows parents and students that their opinions about the educational system are valued.
6. Tends to improve communication within the school, as well as between the school and the community it serves.
7. Involves schools in action planning relative to specific problems.
8. Allows for valuable professional development for teachers.
9. Helps to encourage change processes that are already underway.

WEAKNESSES

The model:

1. Raises expectations among those surveyed that the problems they identify will be solved. This can be particularly difficult when problems are identified for which there are no apparent solutions.
2. Is time consuming for those staff members who become deeply involved.
3. Can be expensive (depending upon the amount of release time given to the project coordinator, the school representatives and individual teachers).
4. Requires some time before changes take place that have a significant impact on what happens at the classroom level.

Timeline

The following chart represents an approximate timeline for the operation of the model. It should be borne in mind, however, that the length of time for any one phase may vary according to the size of the division, the amount of release time provided to the project coordinator or to other specific conditions within the division.

Stage	Phase	Time Frame
ORIENTATION	1. Decision to Evaluate 2. Selection of Internal Evaluation Model	April
STAFFING	1. Selection of Steering Committee 2. Selection of Coordinator 3. Decision by Schools to Enter Process 4. Naming of School Representatives	May - June
INFORMATION GATHERING	1. Designing Information Gathering Process 2. Development of Surveys 3. Gathering and Recording of Information	September October - December January - February
ACTION PLANNING	1. Feedback of Information to Schools 2. Development of Action Plans	March April - June
FOLLOW THROUGH	1. Carrying Out Action Plans 2. Decision Relative to Re-evaluation	April . . . (ongoing)